



FY 2005  
ANNUAL  
REPORT

DEPARTMENT OF CONSERVATION AND RECREATION

# *Toward World Class Parks and Conservation*

Building Efficiency  
and Effectiveness in Operations  
and Planning for  
the Future

dcr  
Massachusetts



DEPARTMENT OF CONSERVATION AND RECREATION  
ANNUAL REPORT FISCAL YEAR 2005

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November 30, 2005

On September 1 of this year, I was honored to be appointed by Governor Mitt Romney as Commissioner of the Department of Conservation and Recreation. I bring to DCR a commitment to the highest standards of environmental protection; a keen personal interest in all the diverse regions and communities of Massachusetts; and a determination to be inclusive and transparent as we carry out the job of building a world-class parks and conservation agency.

DCR must simultaneously catch up and move boldly forward – catch up for years of inadequate support for our recreational facilities, natural resources, and infrastructure, while moving boldly forward in the pursuit of new visions for outdoor recreation and resource conservation. There is a lot to do. In Fiscal Year 2005, this newly formed agency, with a new structure and new management team, laid some important elements of a foundation for future accomplishments.

Under the leadership of former Commissioner Katherine Abbott and Acting Commissioner Stephen Pritchard, DCR pursued four key goals. They were to:

- *Adopt first-rate management systems and practices*
- *Demonstrate progress toward world-class parks and conservation*
- *Fix-It-First – Address deferred maintenance and repair needs*
- *Foster public confidence and support.*

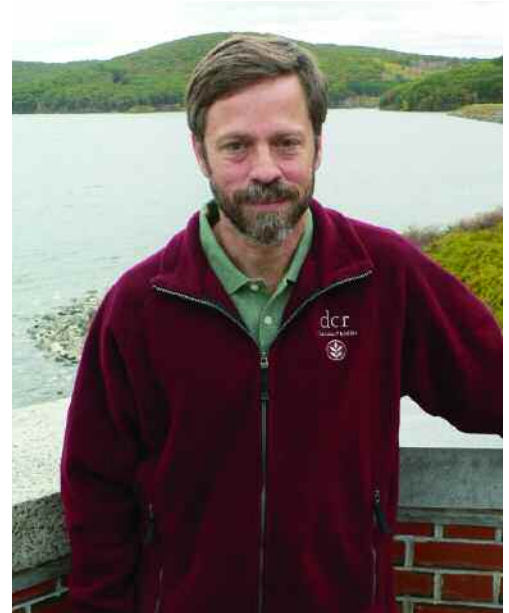
In this report, you'll read about the activities undertaken by dedicated DCR staff to advance toward these goals – agency-building activities undertaken while meeting the daily challenges of running one of the nation's largest and most diverse parks and conservation systems!

The early progress of DCR would not have occurred without the shared commitment of Governor Mitt Romney, the Massachusetts Legislature, numerous local officials, and a host of partners - park friends groups and advisory committees, community non-profit and statewide environmental organizations, private corporations, and thousands of volunteers.

I do not take your support lightly. While it will take a sustained, long-term effort, DCR aims to honor the investment made by Massachusetts taxpayers and its many partners by becoming one of the best-run state parks and conservation agencies in the country. We look forward to continued collaboration and ever-broader citizen participation as we move along the road toward world-class parks and conservation.

Sincerely,

Stephen H. Burrington, *Commissioner*



*DCR Commissioner Stephen Burrington*

# DCR Overview

The Massachusetts Department of Conservation and Recreation (DCR) was proposed by Governor Mitt Romney and approved by the Legislature in the Fiscal Year 2004 state operating budget. DCR represents the merger of the functions of the former Metropolitan District Commission (MDC) and the former Department of Environmental Management (DEM), with the goal of consolidating the resources of these two parks and resource conservation agencies.

In Fiscal Year 2005, DCR built upon the initial progress made in the previous year toward achieving the vision Governor Romney articulated as he unveiled his proposal for the Division of Conservation and Recreation in early 2003: “We should not accept the status quo. Every park in Massachusetts should be world-class and the way to achieve this is to create a unified, world-class management system.”

Today, DCR continues in the proud tradition of its predecessors, serving as chief steward of the Commonwealth’s natural, cultural, and recreational resources. The agency has a broad and diverse mandate, which includes the following areas of responsibility:

## **Parks and Recreation**

Management of 10% of the state’s landmass, including more than 450,000 acres, 2,000 miles of trails, 27 watersheds, 1,753 buildings, 29 campgrounds, 3,525 campsites, 67 beaches, 39 swimming pools, 39 skating rinks, 2 golf courses, 60 playgrounds, 55 ballfields

## **Parkway Operations**

Maintenance and repair of 500 lane miles, 445 crosswalks, 187 bridges, 5,000 catchbasins, 500 signs, 12,800 street lights

## **Flood Control and Dam Safety**

Management of 338 DCR dams, regulation of 2,966 public and privately-owned dams, repair of seawalls, operation of 2 dams/locks and 3 drawbridges, and flood hazard management

## **Waterways/Water Resources**

Watershed planning and management, administration of Inter-Basin Transfer Act, Lakes and Ponds Programs, well driller registration program, Ocean Sanctuaries Act Program, management of state piers, Seaport Grant Program, and river and marine dredging

## **Watershed Management**

Management of watershed systems serving 2.2 million people in 47 communities in the Massachusetts Water Resources Authority (MWRA) service area

## **Forest Fire Control**

Wildfire detection and suppression, and provision of technical support to municipal fire departments

## **Forestry**

Management of 285,000 acres of state forest, provision of services for 2.5 million acres of private forest, and administration of urban community forestry grants

## **Ranger Services**

State House security operations, public safety patrols on state-owned parklands, and interpretive education programs for park visitors

## **Resource Conservation**

Management of 28 Areas of Critical Environmental Concern, 5 state marine sanctuaries, Resource Management Planning, and Greenways and Trails development

## **Historic/Cultural Preservation**

Preservation and management of 2,000 historic and cultural resources, 65 sites on the National Register of Historic Places, 4 National Historic Landmarks, and 3 National Engineering Landmarks.



## Fiscal Year 2005: Goals and Progress

In its second full year as the new, unified state agency with the mission of protecting, promoting and enhancing our common wealth of natural, cultural and recreational resources for the well-being of all, DCR focused on four key goals:

- *Adopt first-rate management systems and practices*
- *Demonstrate progress toward world-class parks and conservation*
- *Fix-It-First: Address the deferred maintenance and repair needs*
- *Foster public confidence and support*

### Goal 1: Adopt first-rate management systems and practices

In Fiscal Year 2005, to support its staff in carrying out the agency's mission, DCR initiated a number of new management systems and operational planning processing improvements. While a few of these were instituted in response to emerging situations that presented a threat to public health or safety, the overall focus of the agency has been to proactively plan and manage its properties and resources with a targeted and systematic approach. Simply put, the systems and practices described below provide a framework for moving DCR toward world-class standards by facilitating:

- Enhanced knowledge and understanding of the agency's primary mission and responsibilities
- Clearer understanding of current performance against the agency's mission and responsibilities
- The setting of specific objectives for fulfilling our mission and responsibilities that are consistent with professional, world-class management systems
- The creation of a path to achieve those objectives.

#### **Asset and Work Management Systems through the Facility Administration and Maintenance Information System (FAMIS)**

During its first year as a unified agency, DCR conducted an initial baseline assessment to identify and evaluate the condition of the assets under its care and control. As a key next step in its efforts to improve the management of its assets, DCR purchased a state-of-the-art asset manage-



ment and maintenance operations system called Facility Administration and Maintenance Information System (FAMIS).

In Fiscal Year 2005, DCR developed and implemented the first phase of this system, during which detailed information regarding the assets DCR manages, as well as its vehicle inventory, were loaded into the FAMIS database. Also during the first phase of FAMIS, DCR began implementing a work order and preventive maintenance system that allows for the tracking, planning, and scheduling of maintenance activities. Using FAMIS, DCR will be able to identify and prioritize maintenance needs, establish standard maintenance cycles, and identify areas in need of additional financial and staffing resources. DCR plans to begin using the system in certain areas in each of its three major operational divisions on September 20, 2005.



From top: Great Brook Farm State Park; Fall Foliage at Savoy Mountain State Forest; Playground at Blue Hills Reservation.



During Fiscal Year 2006, DCR will continue to expand the use of FAMIS, working toward the overall goal of providing a single, integrated computerized asset and maintenance system to capture all asset information and maintenance activities.

### **Operational Analysis**

As a complement to the asset management and maintenance effort, in the spring of 2005, DCR began an operational analysis of the Division of Urban Parks and Recreation, the Division of State Parks and Recreation, the Bureau of Recreation, and the Bureau of Rangers. In the course of this analysis, the agency evaluated the performance of current business processes, staffing, and systems, in an effort to identify potential “best practices” improvements and the elements of support needed to accomplish them.

One outcome of the department’s operational analysis was to develop an internal facility survey, through which staff provided evaluations of facilities on criteria such as cleanliness and quality of groundskeeping. These internal “facility snapshot surveys” represent a first step, through personal observation, toward elevating operating standards by measuring performance and identifying the areas of service delivery that are strong or in need of improvement, with the ultimate goal of providing the public with the best possible services and programs. The operational analysis also produced a recommendation for the hiring of a fleet manager to oversee ongoing

improvements to the department’s inventory of vehicles, based on its finding that the agency relies on approximately 1,200 vehicles having an average age of over 15 years – well beyond the industry standard for usage and replacement – to support its basic maintenance and management activities statewide.

### **Resource and Services Benchmarking System**

To establish a methodology for prioritizing agency properties and allocating staff and resources, a Resource and Services Benchmarking System was developed in the summer of 2004. Every DCR property was evaluated and categorically ranked according to seven criteria, including resource significance, public safety, visitation scale of attraction, extent of community advocacy support, financial support provided to the overall system, environmental or service equity, and infrastructure protection. The properties were then examined for the degree of consistency between service levels and their assigned category ranking. This system will be subject to periodic review and continue to guide agency decision-making on investments of staff and funding.

### **Critical Operations and Reporting System**

In the spring of 2005, DCR developed a Critical Operations and Reporting System (CORS) to ensure agency-wide communication and coordination of the activities necessary to achieve the timely opening of facilities, at desired service levels, for the upcoming summer recreation season. Under the CORS system, field and administrative staff, bureau personnel, and engineers identified key actions and timelines for opening campgrounds, ballfields, pools, beaches, golf courses, and other facilities. Using CORS as a management tool, in 2005 the agency opened numerous facilities earlier in the spring than in the previous year.

### **Permitting Practices**

DCR undertook a number of initiatives aimed at establishing equitable, consistent, and transparent practices for the issuing of permits for agency properties. Fiscal Year 2005 brought standardized bidding processes, forms, and agreements, as well as internal approval and sign-off procedures. A database for tracking permit applications, issuances, and fee payments was also

*DCR completed rehabilitation of the Whitehall Reservoir Dam in Hopkinton during Fiscal Year 2005, including restoration of the dam’s historic Gatehouse building.*



developed. Two specific areas of focus were:

- **Boat Club Permit Reform.** A detailed analysis of existing permit fees, public access issues, land use, and membership levels was completed. New five-year permits were issued to all private and institutional rowing, sailing, and yacht clubs in DCR Urban Parks. Permit fees were increased based on this analysis and are being phased in over a three-year period.
- **Cottage Permit Reform.** Under this initiative, the State and Urban Parks cottage programs were unified, all administrative and finance functions were centralized within the Permit Bureau, an automated billing and collection system was established, one-year permits were issued with revised terms and conditions, and past-due fees were collected.

### Storm Management Plan

In response to the difficult conditions for transit created by the long and harsh winter of 2005 and to ensure that additional financial resources provided by the Legislature for snow and ice removal were effectively expended, in February of 2005, DCR developed and implemented its first comprehensive Storm Management Plan. With public safety as the top priority and in consultation with state and local officials, DCR identified locations and schedules for snow removal, prepared detailed plans for the deployment of staff and equipment, and established emergency operations and communications plans. During and after storm events, DCR undertook snow removal activities on the properties within its jurisdiction, including primary and secondary roadways, parkways, sidewalks, bridges and footbridges, crosswalks, bus shelters, bus stops, bike paths and multi-use trails, DCR facilities and handicap accessibility ramps, and areas of passage and street parking at the State House.

Under the direction of the Romney Administration, DCR was greatly aided in these efforts through an agreement with the Massachusetts Highways Department (MHD), under which MHD handled curb-to-curb snow removal responsibility for 20% of DCR parkways, thereby allowing the agency's resources to be redeployed to pedestrian areas. For the coming winter, the DCR-MHD arrangement has been expanded to provide for curb-to-curb snow



*A sample page of DCR's snow emergency plan map book*

removal on 40% of DCR's parkways. In addition, DCR will be preparing and submitting to the Legislature a detailed snow emergency plan and creating detailed "map books," which will be used by field staff in prioritizing their activities and recording their actions. A sample map page is shown above.

### Stormwater Management Planning

In Fiscal Year 2005, DCR undertook a comprehensive stormwater management planning process to implement its responsibilities under the federal stormwater management regulations. As part of this effort, DCR negotiated with the U.S. Environmental Protection Agency (EPA), the Conservation Law Foundation (CLF), and the Charles River Watershed Association (CRWA) to reach agreement on addressing deficiencies that existed in the early, independent stormwater management plans that had been filed by the former Metropolitan District Commission and Department of Environmental Management. In June of 2005, the EPA requested that DCR address and report monthly on certain near-term measures to remedy specific erosion concerns, clean and repair catchbasins, address flooding or ponding on DCR parkways and parking lots, and provide and maintain a regular street sweeping schedule. The agency responded with increased efforts to clean all of the catch basins within the Division of Urban Parks, report maintenance activities undertaken in areas of concern, and use Global Positioning System (GPS) units to map

catch basin locations and stormwater outfalls. The following shows the numbers of catch basins found, cleaned, repaired, and identified and recorded by GPS from the inception of the recent effort through June 30, 2005:

| DCR Catch Basins (as of 6/30/2005) |         |          |           |
|------------------------------------|---------|----------|-----------|
| Identified                         | Cleaned | Repaired | ID by GPS |
| 4,175                              | 4,000   | 429      | 747       |

As part of DCR's longer-term Stormwater Management Plan, the agency prepared a three-year contract for catch basin and drainage system repairs, under which 131 catch basins and associated drainage will be addressed by October of 2008, with high priority given to those that discharge to the Charles and Mystic Rivers. The Fenway, the Riverway, the Jamaica way, and other areas that have been identified as experiencing flooding and ponding will also be subject to catch basin inventories and repairs, carried out through the cooperative efforts of DCR staff and other parties, including private contractors or municipalities.

DCR developed a system-wide Notice of Intent/Stormwater Management Plan that vastly improves upon the former individual agencies' filings. DCR's Stormwater Management Plan includes commitments by the agency, among other actions, to:

- Complete its comprehensive catch basin mapping program
- Issue Massachusetts Environmental Trust (MET) grants to the Charles River Watershed Association and the Mystic River Watershed Association to conduct shoreline sampling and water quality testing, the results of which will be used by the agency to monitor water quality and inform compliance actions in the case of illegal discharge
- Prepare a Stormwater Training Handbook for employees who conduct or supervise work related to stormwater management
- Develop a stormwater web page on the DCR website, which will include informational materials regarding the stormwater management program and a public feedback component.

## Goal 2: Demonstrate progress toward world-class parks and conservation

While new management systems and operational plans have provided a framework for improved service and program delivery, the agency's progress toward world-class standards in recreation and conservation has in large part been due to the efforts of DCR staff statewide. Key supplemental funding initiatives by Governor Romney and the Massachusetts Legislature for staffing, vehicles and equipment, as well as for capital improvements, have also been critical to agency progress.

In Fiscal Year 2005, staff efforts and funding resources aimed at moving DCR parks toward world-class status were focused on delivering improved standards of clean, accessible, and safe services for our visitors. Many of the accomplishments in this area are described in the Appendix to this report. To cite some key, tangible improvements that greeted our visitors:

### Clean

- Improvements in DCR facility maintenance through the spring and summer were made possible by the hiring of seasonal employees earlier in the year.



DCR hired 1,714 seasonal employees in summer 2005

- As a result of Supplemental Budget funding, DCR purchased 73 motor vehicles and small-sized equipment, including lawnmowers and small, four-wheeled "gators," to assist with maintenance projects.
- Graffiti was substantially reduced from buildings and infrastructure within State



and Urban Parks. This was accomplished through a \$80,000 expenditure on the purchase of pressure washers, sand blasters, and related supplies for each park region and district and on graffiti removal contractor services, to supplement staff efforts in this area.

- As needed in each case, 35 DCR pools were provided with upgrades to filtration, plumbing, or electrical systems, and some were repainted.
- At State Park campgrounds, 200 mirrors and 500 signs for bathrooms, 250 fire rings at campgrounds, and four beach wheel chairs, as well as other site amenities, were added. The very popular yurt camping experience was enhanced through the installation of new furnishings and equipment in structures located at Otter River State Forest, Shawme Crowell State Forest, and Nickerson State Park. Electrical system improvements underway in Fiscal Year 2005 will result in the expansion of electrical service to all 400 campsites at Salisbury State Reservation.
- Forty-five conservation projects completed by 22 Massachusetts Park Corps participants, under a DCR partnership with the non-profit Student Conservation Association, provided for the construction or improvement of trails, boardwalks, walkways, and lumber bridges.
- The safety and attractiveness of DCR parkways for public transit were significantly enhanced through the completion of sweeping in the spring of 2005 earlier than in years previous and by efforts to clean catch basins, repair parkway potholes, traffic signals, streetlights, and sidewalks, and pave and repave roads. In Fiscal Year 2005, approximately 24 lane miles of parkways were repaved and approximately 3,000 potholes were filled, factoring multiple repairs at the same locations.

### Accessible

- For the 2005 summer/fall recreational season, many DCR forests, parks, and reservations opened to the public one to three weeks earlier than in previous years.



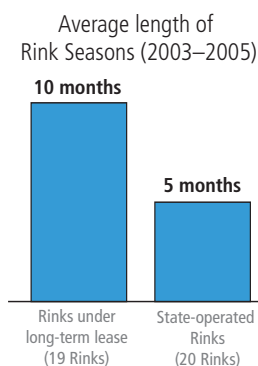
- Nearly all Urban Parks pools and waterfront beaches opened from one to three weeks longer than in previous years. Throughout the summer, in light of extremely hot weather, DCR extended pool hours and beach facilities to 8 p.m.
- Users of DCR skating rinks under long-term lease continued to enjoy longer skating seasons and significant improvements in programming (see chart below right). In addition, in Fiscal Year 2005 alone, rink operators expended \$1.8 million in capital expenditures in rink facilities.
- Watson Pond State Park in Taunton was reopened in the summer of 2005.

### Safe

- Public protection at waterfronts was enhanced through the purchase of \$175,000 in water safety equipment, including life-guard stands, rescue tools (ropes, buoys, etc.), and signage. DCR installed approximately 200 new educational signs at ocean beaches to warn swimmers about rip currents, which were developed by the National Oceanographic and Atmospheric Administration and supported through a partnership with the Massachusetts Institute of Technology.
- Under a pilot program at Horseneck, Salisbury, and Nantasket Beaches, DCR introduced the use of Automatic External Defibrillators (AEDs) as part of their rescue program. DCR also piloted a Personal



Top: South Cape Beach State Park.  
Above: an interpretive walk at Wachusett Mountain State Reservation.





Top: The Blue Heron Pedestrian Bridge, between Watertown and Newton, is part of DCR's new greenway along the Upper Charles River. Photo: Christopher Taylor/ T.Y.Lin International.

Above: An "Iron Ranger" at Beartown State Forest in Monterey. The Conservation Trust's Painting Program improved the look of the metal contribution bins, and increased the donation level.

Watercraft Surf Rescue Program at these three beaches, each of which received a jet ski transferred from the Urban Parks former Marine Unit. Horseneck Beach lifeguards reported rescuing eight persons through the use of this equipment during the first week of operation.

- Approximately 45 athletic fields received improvements to drainage, lighting system upgrades, repairs to fencing, backstops, or new lighting. Newly-identified public health concerns required that equipment at four playgrounds be removed and replaced.
- Rangers participated in 39 search-and-rescue operations, on DCR and other properties, and supported Homeland Security measures, providing 24-hour security at the State House and at major public events, such as the July 4th Concert at the Esplanade.
- DCR Rangers focused on enforcement of prohibitions on illegal dumping on state-owned park and open space lands.
- DCR Bureau of Forestry staff removed 1,573 hazardous trees and pruned 430 trees at State Park campgrounds.

DCR also made major strides during Fiscal Year 2005 toward the goal of providing world-class conservation management services. The following examples illustrate progress made in these areas:

#### **Natural, cultural, and historic resources protection**

- Priority parcels that protected significant cultural and natural resources and enhanced

DCR properties were acquired or received as gifts. These included key tracts along the Charles and Neponset River Greenways, a number of high resource value coastal properties at Horseneck Beach and other locations; an important inholding at Mt. Holyoke Range State Park; and, a significant parcel with 1,200 feet of frontage along the Connecticut River.

- In collaboration with numerous agency partners, the nesting habitats of listed rare bird species were protected, resulting in breeding and fledging at nine DCR properties, and Breeding Bird Surveys were completed at six DCR properties.
- DCR staff supported Massachusetts Historical Commission efforts to nominate and list parkways of the Metropolitan Park System to the National Register of Historic Places. Five additional parkways were listed this year, bringing the total number of parkways listed since 2003 to 20.
- In partnership with the Essex National Heritage Commission, DCR completed heritage landscape inventories in 24 communities in Essex County.

#### **Forestry**

- DCR forestry staff undertook several initiatives to maintain the comprehensive "Green Certification" awarded by the Forest Stewardship Council in 2004 to the Commonwealth. Massachusetts had been the first state in the country to have all its state-owned forest lands receive "Green Certification," based on an evaluation of timber resource sustainability and ecosystem maintenance, as well as certain financial, socio-economic, and legal considerations. In Fiscal Year 2005, substantial progress was made on preparing a Landscape Assessment and Forest Management Framework for the Berkshire Eco-regions and a draft Central Berkshire District Forest Management Plan, with completion of both documents expected in fall, 2005; boundary maintenance activities, road inventories, and road condition surveys were carried out for 31,000 acres within 18 state forests and parks; and, draft conservation management practices were developed for habitats of five

rare wildlife species. Staff also participated in the preparation of recommendations regarding the location of forest reserves in state forests and parks, and guidelines for forestry management within them.

- Forest Health staff of the agency monitored Winter Moth and tent caterpillar outbreaks statewide and completed survey work on insect pests and diseases, including gypsy moths, Hemlock Woolly Adelgid, Sudden Oak Death, and Emerald ash borer .
- As part of the Forest Legacy Program partnership with the U. S. Department of Agriculture Forest Service, DCR coordinated efforts to expend approximately \$6.9 million in federal funding on the acquisition of land, conservation easements, and land use restrictions in order to protect 3,918 of environmentally important forest land.

#### Watershed management

- During Fiscal Year 2005, the first year of implementation of the Water Supply Protection Trust (WSPT) established by the Legislature in 2004, as well as of the Memorandum of Understanding with the Massachusetts Water Resources Authority (MWRA) that had been executed shortly after DCR was established, agency staff developed detailed work plans to protect and manage the 400-square-mile Quabbin-Ware River-Wachusett Reservoir Watershed and the 66-square-mile Sudbury Reservoir Watershed.
- With funding assistance provided by the MWRA through the Water Supply Protection Trust for the hiring of staff, the

DCR Office of Watershed Management (OWM) conducted extensive water quality testing across the watershed and reservoir systems, completed a Land Management Plan for the Sudbury Watershed and began to update the Land Management Plan for the Quabbin Reservoir Watershed, regulated development projects in Watershed Protection Act zones, and kept reservoir water quality at the highest levels required by federal and state law for unfiltered water supplies.

#### Water resources protection and management

- To address water quality and streamflow protection issues across the Commonwealth, DCR's Office of Water Resources provided technical assistance to communities and citizens on aquatic invasive species control, reviewed Interbasin Transfer Act applications for the state Water Resources Commission, managed a \$1.045 million U.S. Environmental Protection Agency Targeted Watersheds demonstration grant program on the low-flow Ipswich River, and completed a Water Assets Study covering 131 communities.

To guide the establishment of a world class system of parks, reservations, and forests, and in response to a legislative mandate (Acts of 2003, c. 26, s. 79), in Fiscal Year 2005 DCR continued to develop an overall framework for preparing *Resource Management Plans* (RMPs). With the participation and support of the DCR Stewardship Council, DCR prepared a Resource Management Planning Program Implementation Plan. This plan outlines a three-year process that will result

### Resource Management Planning Implementation Timeframe

| Initial 3 months   | 2006  | 2007  | 2008   |
|--|---|---|--|
| Begin to assemble staff and funding; develop standard format for preparing Baseline RMPs; identify pilot projects. | <p>Hire RMP staff and deploy regionally.</p> <p>Conduct several initial public meetings in each region, based upon management groupings, to introduce Baseline RMP initiative and solicit input on key management issues.</p> <p>Hire technical consultant services to supplement work of RMP staff and assemble draft Baseline (Phase 1) RMPs.</p> | <p>Conduct second round of public meetings in each region and solicit comments on draft Baseline RMPs, including priorities for facility management and improvements, and for additional management planning.</p> <p>Finalize individual facility RMPs.</p> | <p>Complete all Baseline RMPs, compile regional management plans, incorporate individual and regional plans into statewide system.</p> <p>Undertake priority Phase 2 RMP projects as needed.</p> |



in the completion of “Baseline” RMPs for all reservations, parks, and forests, by the end of Fiscal Year 2008. During Fiscal Year 2005, DCR:

- Hired a permanent RMP Program Director
- Established a strong working relationship with the Stewardship Council regarding the legislative mandate to prepare RMPs
- Developed the RMP Program Implementation Plan
- Began the preparation of seven RMPs to address immediate, priority management planning requirements for: Beaver Brook Reservation, Chestnut Hill Reservation, Mount Everett Reservation Summit, Mount Watatic Reservation, National Monument to the Forefathers, Wachusett Mountain State Reservation, and the Waquoit Bay National Estuarine Research Reserve.

### Goal 3: Fix-It-First – Address deferred maintenance and capital repairs needs

At the heart of Governor Romney’s Smart Growth strategy for building a better Commonwealth is the “Fix-It-First” agenda. Consistent with that theme, in Fiscal Year 2004 DCR expended approximately \$27.1 million, and in Fiscal Year 2005 approximately \$45.5 million, toward addressing the backlog of capital and deferred maintenance needs that had been identified within agency properties in its first-year preliminary baseline and subsequent assessments.

The following chart shows, for each key categories of identified capital and deferred maintenance needs, the breakdown on assessment totals of Fiscal Year 2004 and Fiscal Year 2005 expenditures of state funding. The needs assessment figures represent an initial estimate of decades worth of neglect of existing properties; it took decades for the infrastructure to reach its current condition and its restoration and rehabilitation will take a long-term, consistent investment of financial and staff resources.

| Summary                    | Needs Assessment Totals | FY04 Spending       | FY05 Spending       |
|----------------------------|-------------------------|---------------------|---------------------|
| Parks Deferred Maintenance | \$289,878,000           | \$7,725,078         | \$15,635,950        |
| Bridges                    | \$212,724,412           | \$2,972,006         | \$2,375,289         |
| Parkways                   | \$109,808,000           | \$9,721,674         | \$8,961,042         |
| Dams and Flood Control     | \$32,000,000            | \$1,503,679         | \$2,523,717         |
| Waterways                  | \$46,000,000            | \$3,424,381         | \$8,213,217         |
| Haz/Mat Remediation        | \$30,000,000            | \$1,245,064         | \$5,914,844         |
| Playgrounds                | \$3,860,000             | \$0                 | \$527,555           |
| Swimming Pools             | \$26,000,000            | \$542,114           | \$1,394,929         |
| <b>Totals</b>              | <b>\$750,270,412</b>    | <b>\$27,133,995</b> | <b>\$45,546,543</b> |

In Fiscal Year 2005 a top priority was assigned to projects that addressed public safety concerns, through repair and reconstruction of bridges, dams, seawalls, and parkways and by removal of hazardous materials at DCR properties. “Fix-It-First” projects that brought existing park facilities closer to “world-class” standards also received a high priority ranking.

Key DCR “Fix-It-First” capital projects completed in Fiscal Year 2005 include:

| Category            | City/Town                    | Project Name  |
|---------------------|------------------------------|---|
| Bridge: Category F* | Boston                       | Craigie Drawbridge joint repairs  |
| Bridge: Category F  | Cambridge, Boston            | Longfellow Bridge interim repairs   |
| Bridge: Category F  | Dover                        | Cheney Bridge repairs   |
| Bridge: Category F  | Somerville                   | Highland Avenue Bridge  |
| Bridge: Category F  | Somerville                   | Mill Creek Bridge repairs   |
| Flood Control       | Becket, Lenox, Washington    | Buckley Dunton Dam Repair – October Mountain State Forest                               |
| Flood Control       | Hopkinton                    | Whitehall Reservoir Dam repair/renovation   |
| Flood Control       | Hull                         | Nantasket Beach seawall emergency repair and beach renourishment                        |
| Flood Control       | Revere                       | Sales Creek drainage emergency restoration project                                      |
| Conservation        | Boston                       | Nashua Street Park  |
| Conservation        | Boston, Milton               | Saltmarsh restoration – Neponset River Restoration                                      |
| Conservation        | Watertown                    | Watertown branch right-of-way – bikepath  |
| Parkways            | Cambridge                    | Memorial Drive demonstration project: Historic Parkways Initiative                      |
| Playgrounds         | Boston                       | Playground (2) improvements – Southwest Corridor Park                                   |
| Playgrounds         | Hamilton, Ipswich, Topsfield | Playground improvements – Bradley Palmer State Park                                     |
| Playgrounds         | Salisbury                    | Playground improvements – Salisbury State Reservation                                   |
| Recreation          | Cape Cod communities         | Cape Cod Rail Trail reconstruction – design and completion of Nickerson State Park link |
| Remediation         | Weymouth                     | Webb Memorial State Park  |

\* Category F bridges are those at the highest risk of major structural failure unless immediate steps are undertaken to correct the deficiencies

In addition, in 2005 DCR and the Massachusetts Highway Department (MHD) entered into a Memorandum of Agreement to create a partnership for the restoration and rehabilitation of seven bridge structures. These seven bridge facilities, such as the Storrow Drive underpass and the Craigie Dam and Drawbridges, collectively require a large capital

investment for repair, estimated to exceed \$100 million. Under this partnership, DCR will ensure that the bridges are appropriately restored within the context of its historic parkway system, and MHD will bring substantial experience in managing such capital projects, as well as a potential capacity to access federal highway funding as part of the statewide road and bridge program.

#### Goal 4: Foster public confidence and support

Under the leadership of Governor Romney and his Administration, DCR has sought to institutionalize community involvement, volunteer support, and public-private partnerships within the new parks system, as well as to create transparency and accountability in the management systems in order to earn public confidence and trust.

In Fiscal Year 2005, DCR worked to expand the base of public support and partnerships that will enable the agency to progress toward its goal of world class parks and conservation. Key objectives were to:

- Improve responsiveness to customer inquiries and complaints
- Increase public awareness of the programs and services offered by the unified agency
- Institutionalize volunteer support
- Work with the DCR Stewardship Council, as well as with public and private partners, to expand public investment in DCR.

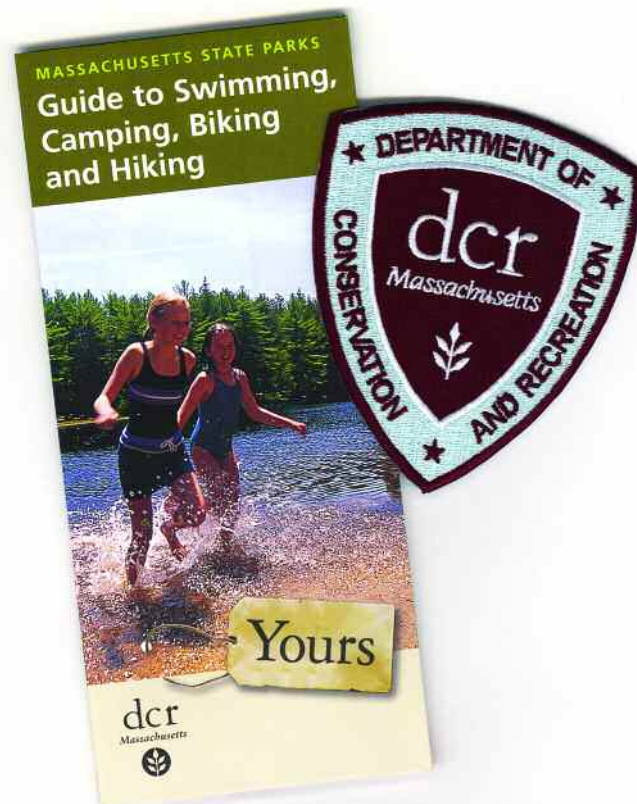
As an early action item toward improving *responsiveness to customers*, DCR developed and implemented a Communications Tracking System (CTS). Through CTS, DCR tracks incoming external communications and requests for action received by staff having frequent public interface and generates reports used to identify key categories and locations of public concern. In the near future, through the expansion of both CTS and FAMIS to additional staff, as well as the implementation of standard operating procedures for both systems, the agency anticipates achieving a higher degree of responsiveness to customers, in terms of both quality of action and turnaround time. In FY 2005, the CTS assisted staff in the resolution of 1,167 communications.

In FY 2005, to *increase public awareness* of the programs and services offered by the unified agency, DCR expanded the use of the new department logo on signage, uniforms, and equipment. With slight revisions, the logo was incorporated into a standard patch distributed to all field units, special designation patches used by Rangers and Forestry and Forest Fire personnel, and a decal applied to DCR vehicles. One hundred and eight new park and parkway signs were installed in areas of high visibility, under a unified signage

standard that displayed the agency logo and used the traditional framing of the State and Urban parks. In addition, the agency distributed a variety of DCR-branded uniforms, for year-round staff, seasonal employees, and lifeguards.

To provide information to outdoor enthusiasts about the many recreational opportunities offered at DCR parks and reservations, the agency created a first unified brochure: the "Massachusetts State Parks Guide to Swimming, Camping, Biking, and Hiking." By its use of the "Yours" theme from the Department's "It's Your Nature" tagline, the brochure carried the message of the importance of citizen stewardship. Other agency publications included a 2005 "Guide to Camping in Massachusetts State Parks" and 33 individual park trail maps.

In addition, a redesigned "welcome" wayside that will serve as a template for those created for parks statewide was installed at Borderland State Park, and new interpretive panels were created and installed at South Cape Beach and the Boston Harbor Islands. An "Ask me about a ParksPass" button was worn by Division of State Parks staff to actively market its annual pass program, which gives visitors a discount on parking fees at state park day-use areas. 2005 brought an estimated \$40,000 or 7% increase in revenue derived from Massachusetts ParksPass sales.



DCR expanded the use of the new logo on uniform patches and printed informational material such as the unified "Guide to Swimming, Camping, Biking and Hiking."

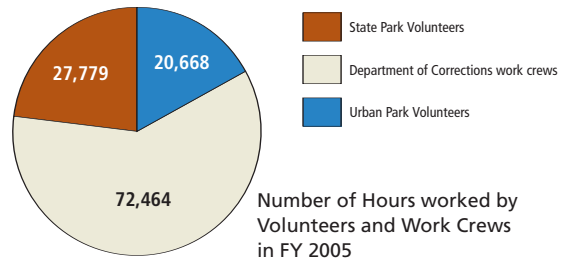


Friends of Shawme Crowell State Forest and DCR staff in front of a new pavilion built through the "Fix-it-First Friends" program

Recognizing the increasing use of the internet as a public outreach and informational tool, the department made substantial improvements to its *unified website*, [www.mass.gov/dcr](http://www.mass.gov/dcr). The park pages of the former DEM and MDC were integrated into a standard format and merged with other agency information, and the new feature of map-based navigation enabled the public to easily locate information about individual parks. In addition, the camping pages on the DCR website were enhanced to showcase the many opportunities for camping on DCR properties around the state. DCR began tracking the number of visitor hits to its newly improved website in September, 2004. Traffic increased from 430,085 visitor hits in that month to 896,503 in June of 2005, with a total of 5,018,387 hits throughout that ten-month period.

During Fiscal Year 2005, the DCR properties once again benefited significantly from service extended by community, organizational, and individual *volunteers*. These volunteers, together with Department of Corrections work crews, provided approximately 121,000 hours or an estimated \$1.3 million in service value. Projects such as trail maintenance, beach and park clean-ups, refurbishing of park benches, and weeding and plantings are just a few examples of the types of volunteer efforts that have resulted in improvements throughout our parks and reservations. DCR, together with our many friends groups, partners, non-profit organizations,

municipalities, state agencies, and neighborhood groups, successfully participated in several major volunteer events in 2005, including City Year Serve-A-Thon, Coast Sweep, National Volunteer Week, National Public Lands Day, and National Trails Day.



The *DCR Stewardship Council*, the thirteen-member citizen advisory council to the agency appointed by the Governor, has provided the Department with opportunities for improved public communications and outreach, as well as guidance on strategic direction and policy. They have also facilitated the building of new relationships and public-private partnerships for park management, rehabilitation and maintenance.

Soon after its initial meeting in September of 2004, the Council elected Richard Cross as Chair and Henry Lee as Secretary and approved the appointment of Patrick Flynn as Director of Urban Parks and Recreation, Priscilla Geigis as Director of State Parks and Recreation, and Jonathan Yeo as Director of Water Supply Protection. The Council also established two committees to focus on matters of Finance and Resource Management Planning, and spent much of Fiscal Year 2005 being briefed on various operational and capital program issues. Early in Fiscal Year 2006, the Council will be developing an oversight strategy of park management plans, capital planning, and policy development, in accordance with a legislative mandate. A member of the Council, Barbara Hostetter, resigned in late Fiscal Year 2005 and an appointment to replace her seat will be made in Fiscal Year 2006.

### Public/Private Partnerships

In May of 2005, the Executive Office of Environmental Affairs Office of Public/Private Partnerships (OPPP) and DCR invited agency partners to join them at a series of regional public meetings regarding proposed principles and procedures, expected to be finalized in the fall of 2005, that would guide the agencies in making decisions about public/private partnerships. As a follow-up to the meetings on the partnership guidelines, a "DCR Friends, Partners, and Advisors Survey" was sent to 181 organizations, with the goals of confirming contact information and obtaining



information about the activities and interests of the groups. The information received through this survey, along with future outreach efforts, will improve ongoing communications and inform DCR on means by which it can best support the efforts of these organizations.

Throughout Fiscal Year 2005, the OPPP and the DCR Office of External Affairs and Partnerships, with the strong support of agency park supervisors and field staff, sought to cultivate new, “fledgling” Friends Groups for DCR facilities. By the conclusion of the fiscal year, 15 new “fledgling” Friends Groups were established.

A number of key partnership ventures were implemented during Fiscal Year 2005 with both private and public partners:

- The *Fix-It-First Friends Program*, created by the Secretary of Environmental Affairs and implemented in conjunction with DCR, has acted as a catalyst for private sector stewardship for the resources of the agency. In Fiscal Year 2005, \$1 million in capital funds were made available through this program to provide a 1:1 match on private cash donations made by DCR Friends Groups or Advisory Boards, or other affiliated partners. Among other purposes, approved projects provided for the construction or repair, restoration, or replacement of existing capital assets and improved accessibility to DCR properties. Key projects included the restoration of the Esplanade River Dock, the construction of a pavilion at Shawme Crowell State Forest, the provision of island water transportation to the Boston Harbor Islands, the restoration of an interpretive exhibit at Lawrence Heritage State Park, the rehabilitation of the Tudor Barn at Middlesex Fells Reservation, the restoration of the Dorothy Quincy Homestead, and a theatre repair project at Fall River Heritage State Park. The

total combined expenditure by private sources and DCR/OPPP under this program was \$1,256,492.

- In accordance with the legal authorization for *long-term leasing of skating rinks* provided in the Fiscal Year 2005 state operating budget, DCR secured 20-year leases for the operation of state-owned facilities in Arlington, Cambridge, Everett, Lynn, Newton, Revere, and Waltham. In addition, a 25-year lease for the operation of the state-owned rink in Canton was executed, and a supplemental Request for Proposals (RFP) was issued for the long-term lease of the East Boston and West Roxbury skating rinks. Seventeen state-owned rinks continue to operate under the 25-year lease program instituted by the former Department of Environmental Management in June of 2002, and DCR worked with the Legislature to develop an incentive-based authorization for the long-term leasing of the Veterans Memorial Rink in the City of North Adams. Given the positive facility and programming enhancements that have taken place at rinks that operate under long-term lease, DCR is hoping to gain authorization to place the remaining 12 rinks within the Division of Urban Parks under the program.
- The Department expanded the agency *pool partnership* initiative for the operation of community pools and modernization of pool infrastructure. In Fiscal Year 2005, the City of Leominster took over operations of DCR's pool in that community, resulting in expanded programming and improved coordination of aquatic recreation services within the City's range of recreation programs. Unfortunately, the other community partnership for pool operations in Attleboro was suspended due to structural and mechanical problems at the 30-year old facility. DCR began working with the City of Attleboro and community leaders in Brockton, South Hadley, Ludlow, and Waltham to update aging pool facilities and to create new opportunities for healthy community recreation and community partnership.
- Under a six-month pilot program undertaken by DCR and EOEA's OPPP in partnership with the *Madison Park Technical Vocational High School*, DCR hosted apprenticeships for ten youth who, by working alongside agency staff, gained vehicle repair, carpentry, and electrical skills. This program will be expanded in Fiscal Year 2006.



Left: youth from Madison Park  
Technical Vocational High School  
with DCR staff

# Financial Report

## Fiscal Year 2005 DCR Expenditure Summary

**THE CHARTS BELOW** show expenditures which represent the continuing operational activities of the Department, as well as specific federal programs and pre-approved capital improvement projects. Chart 2 shows that:

- *Thirty-nine percent* of the agency's spending was related to its workforce – salaries and salary-related costs, such as payments for shift and

overtime coverage; insurance and fringe benefit charges, such as workers' compensation benefits or unemployment insurance; and reimbursements for travel and out-of-pocket expenses.

- *Thirty-seven percent* of spending was for construction and realty projects, capital improvements and land acquisition, conservation restric-

tions, municipal assistance grants, and federal and interstate compact payments.

- *Twenty-four percent* of spending covered the daily non-payroll costs of protecting the Commonwealth's water supply, managing its forests, and operating and repairing its parks, reservations, and recreational facilities.

| DCR Spending (FY 2005)              | Employee Wage-related Costs | Programs, Facility Operations & Maintenance | Construction and Real Property | Municipal, Federal, Interstate Payments | Totals               |
|-------------------------------------|-----------------------------|---|--------------------------------|---|----------------------|
| Division of State Parks             | \$29,657,930                | \$13,820,825                                | \$2,996,381                    | \$1,884,062                             | <b>\$48,359,198</b>  |
| Division of Urban Parks             | \$30,394,914                | \$19,065,742                                | \$20,734,711                   | \$20,798,776                            | <b>\$90,994,143</b>  |
| Division of Water Supply Protection | \$9,344,337                 | \$9,644,449                                 | \$20,290,205                   | \$1,533,192                             | <b>\$40,812,182</b>  |
| <b>Totals</b>                       | <b>\$69,397,181</b>         | <b>\$42,531,015</b>                         | <b>\$44,021,297</b>            | <b>\$24,216,030</b>                     | <b>\$180,165,523</b> |

Chart 1: DCR Spending Trends FY 2002–2005

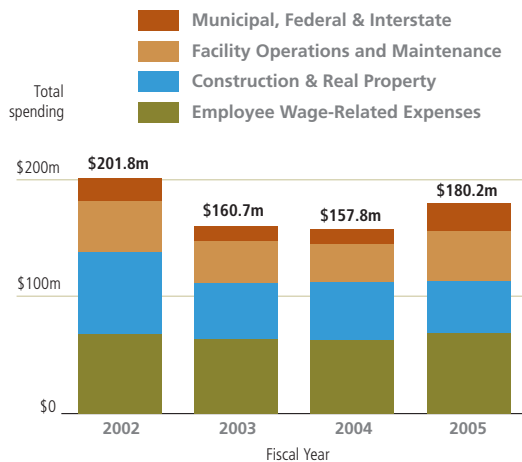
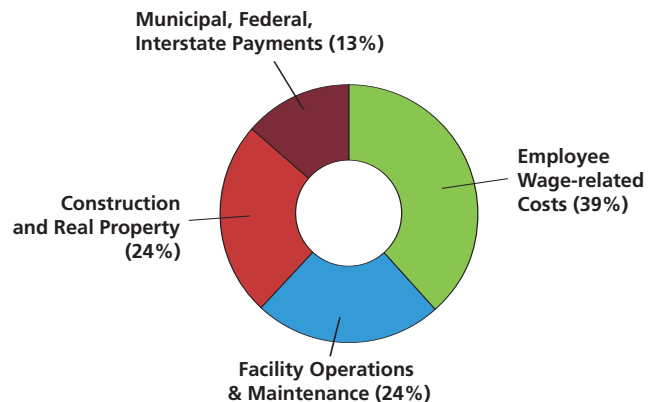
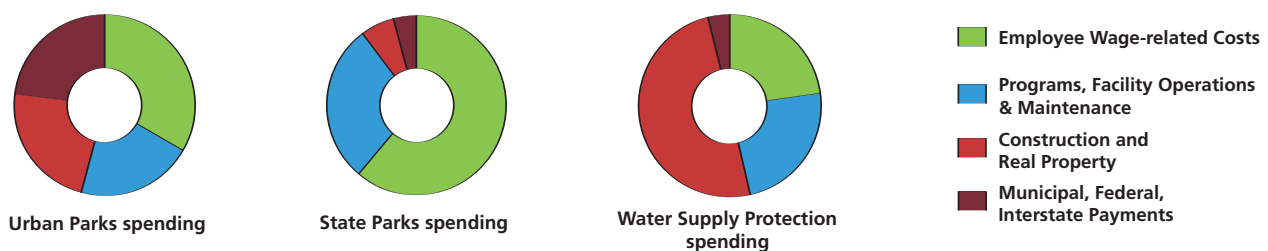


Chart 2: Categories of DCR Spending (FY 2005)



Because of the structure of the line items and accounting for DCR Divisions, the Division of Urban Parks and Recreation and Division of State Parks and Recreation accounts include not only spending on park-specific wages, programs, and supplies, but also spending for the Division of Planning and Engineering and the Bureaus of Ranger Services, Recreation, Special Services and Events, and Forestry and Forest Fire Control. DCR finance staff has refined cost centers and accounting mechanisms and procedures that will continue to facilitate more Division-specific reporting for Fiscal Year 2006.

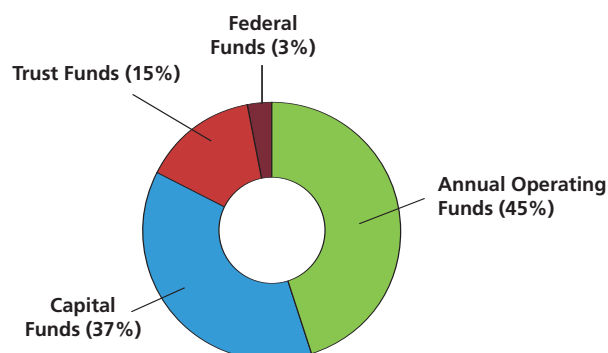
Chart 3: DCR Spending by Division and Category (FY 2005)



**SOURCES OF FUNDING:** In Fiscal Year 2005, the Department of Conservation and Recreation spent \$180.2 million in funds from four major sources. Of these, approximately 85% (\$154.1 million) are authorized or appropriated by the Legislature (state funds) and 15% (\$26.1 million) are received in trust from private individuals or corporations, from municipalities for dedicated projects, from the Massachusetts Water Resources Authority to sustain the state's water supply protection programs, from the Federal Government for specified grant programs, and from other miscellaneous sources (non-state):

| Source of DCR Spending | 2005 Expended        |
|------------------------|----------------------|
| Annual Operating Funds | \$ 81,517,207        |
| Capital Funds          | 67,148,874           |
| Trust Funds            | 26,139,095           |
| Federal Funds          | 5,360,348            |
| <b>Total:</b>          | <b>\$180,165,523</b> |

Chart 4: Sources of DCR Spending (FY 2005)



## Fiscal Year 2005 DCR Revenue Summary

Services delivered by the Department generated \$49.4 million in revenue. 28% (\$13.6 million) of the Department's total receipts went to the Commonwealth's General Fund and the remaining 72% (\$35.8 million), was retained by the Department for

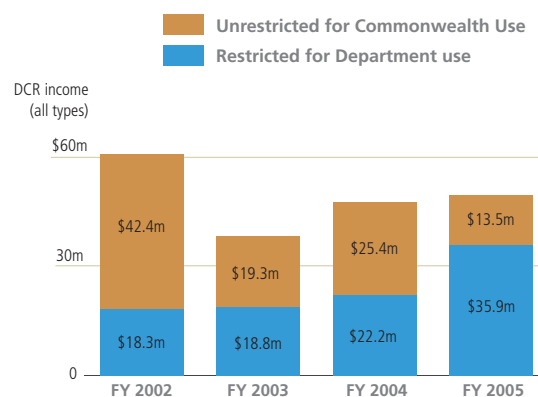
expenditure on conservation and recreation programs. This was approximately \$2.0 million more than in Fiscal Year 2004 and nearly \$11.5 million more than Fiscal Year 2003. DCR collected approximately \$2.0 million more in revenue than Fiscal Year 2004

and nearly \$11.5 million more than Fiscal Year 2003. A major change in Fiscal Year 2005 was the creation of the Water Supply Trust which changed the breakdown between revenue restricted for Agency use and revenue unrestricted for Commonwealth use.

DCR Revenue Deposits to Commonwealth Revenue Streams (FY 2005)

|                                      | Restricted Revenue<br>(for DCR use) | Unrestricted Revenue<br>(for State use) | Totals              |
|--------------------------------------|-------------------------------------|---|---------------------|
| General Fund                         | \$ 6,592,624                        | \$13,590,270                            | \$20,182,894        |
| Federal Fund                         | 4,688,775                           | -                                       | 4,688,775           |
| Other Expendable Trust Funds         | 24,487,602                          | -                                       | 24,487,602          |
| Water Pollution Abatement Trust Fund | 0                                   | -                                       | 0                   |
| <b>Grand Total:</b>                  | <b>\$35,707,001</b>                 | <b>\$13,590,270</b>                     | <b>\$49,359,271</b> |
| As percentage of revenue:            | 72%                                 | 28%                                     | 100%                |

Chart 5: DCR Revenue Trends FY 2002–2005





# Looking Ahead



Top: enjoying the Norwottuck Rail Trail; Middle: summer at the DCR pool in Fitchburg; Bottom: camping at Willard Brook State Forest.

Looking ahead, DCR will continue to address the Fiscal Year 2005 goals outlined in this Annual Report, with an expanded focus on the following themes and activities:

## *Goal 1: Adoption of first-rate management systems and practices*

- Inclusion of the entire organization in evaluating current agency business practices, staffing, and systems, with the goal of identifying and adopting a “best practices” approach to operations
- Expanded use of our Facility Administration and Maintenance Information System and our Communications Tracking System, in order to continue to improve on our record of customer responsiveness, to identify those properties and programs most in need of staffing and funding resources, and to maintain our facilities in a more proactive manner
- Continued use and improvement of our Critical Operations Reporting System to coordinate the opening of our facilities at desired service levels and of our Resource and Services Benchmarking System to guide our resource investment decisions
- Implementation of the 2005-2006 snow and ice removal plan and expansion of our partnership with MHD for curb-to-curb snow removal along DCR parkways
- Implementation of the Stormwater Management Plan submitted to the EPA
- Institution of financial management improvements, including a managerial accounting system
- Integration of operations staff into capital planning and implementation of capital project approval and tracking systems
- Continued implementation of improvements in revenue management and standardization of permitting
- For managers and staff, emphasis on fair and rigorous performance reviews and ongoing self-evaluation and feedback.

## *Goal 2: Demonstrated progress toward world-class parks and conservation*

- Expanded coordination of the maintenance and operations activities of our full-time and seasonal staff of the Division of Urban Parks and Division of State Parks, with

clearly communicated maintenance schedules and equipment availability

- Implementation of forest management planning, including forest reserve designation, in accordance with Forest Stewardship Council certification
- Completion of first year of Resource Management Plan development, in a manner that ensures coordination with forest management planning
- Repair and replacement of aging vehicles and equipment to enable improved management and maintenance
- Continued investment and promotion of our Universal Access Program, so that increased numbers of individuals with disabilities can experience opportunities for outdoor recreation
- Implementation of life-cycle planning for new railtrails and bikepaths
- Strengthened capacity to work with a diverse visitor population.

## *Goal 3: “Fix-It-First” deferred maintenance and repair*

- Investment of capital dollars on projects critical to public safety or on those that will bring a significant return to our visitors
- Continued development and communication of our asset-specific five-year capital plan
- Implementation and expansion of our bridge rehabilitation partnership with MHD
- Expansion of long-term leasing program to all DCR skating rinks
- Continued efforts to negotiate partnerships for the operation of community pools and modernization of pool infrastructure
- Restructuring of the Office of Dam Safety.

## *Goal 4: Fostering public awareness and support*

- Working with the Stewardship Council, the members of the Legislature, and our governmental and non-profit partners in a manner that is transparent and inclusive, and seeks their input in decision-making
- Focused efforts on supporting our friends groups and volunteers, through policy and program support
- Pursuit of new models of stewardship for protecting the resources in our care.

# Appendix: Fiscal Year 2005 Activities and Accomplishments

This appendix includes information on agency activities and accomplishments, in addition to those cited earlier in the text.

## Administration

### Agency Restructuring

- Rolled out the DCR Reorganization Plan to all employees and their respective collective bargaining agents in October, 2004
- Established seven geographical regions and nineteen geographical districts within the combined Divisions of Urban Parks and Recreation and State Parks and Recreation to support a decentralized regional/district approach to operational management, as well as improved planning and communications
- Created a transitional monitoring team, which provided employee feedback to Senior Management
- Aligned agency services in a matrix management format to support field operations, program objectives, natural resource management, and infrastructure improvements
- Established a single Bureau of Recreation for consistent statewide administrative policies, procedures, and processes in areas such as lifeguard recruitment and testing, water quality testing, and waterfront safety
- Created a new Bureau of Special Services and Events to create a consistent approach to permitting activities and to handle special events, statewide
- Combined Forest Fire Control and Forestry staff to provide a comprehensive approach to forested land management
- Reclassified Forest Fire Control Staff to the titles of State Firefighter I, II, and III
- Combined the Interpretive Services Bureau and Ranger Services Bureau to provide a comprehensive approach to environmental education and rules enforcement
- Eliminated the mounted unit from the Blue Hills State Reservation, entering into a Memorandum of Understanding with the State Police to provide mounted unit patrols within the Blue Hills seven days a week during the summer/fall recreational season, and redeployed the three DCR rangers who had staffed the mounted unit to provide interpretive and security services within the Division of Urban Parks South Region
- Eliminated the Marine Unit and assigned these trained staff to key vacancies in the North and Harbor Regions of the Division of Urban Parks
- Developed plans to redeploy six Bureau of Ranger Services staff from the Boston office to regional field locations to support public safety and to provide enforcement through education, reassigned five rangers from the Boston office to the State House to fill key vacancies, and redeployed administrative staff from the Boston office to support regional operations and administrative services
- Worked closely with the five active bargaining agents and the Office of Employee Relations throughout the agency transition period to create an atmosphere of trust and conducted ongoing labor-management discussions regarding new initiatives resulting from reorganization
- Filled several longstanding "Acting" positions that had been

created during the agency restructuring transition. By the end of Fiscal Year 2005, DCR had posted and begun interviewing for four Regional Director positions and had posted seven Division of Urban Parks District Manager positions. The posting and interviewing process will continue until appointments are made for all of these important field management positions.

- Hired nine staff within the Division of Planning and Engineering to support capital project initiatives
- In compliance with the MWRA Trust MOU and with funding provided by the MWRA, hired 30 Division of Water Supply and Protection staff for the Quabbin and Wachusett Watershed areas
- Posted key Park Ranger vacancies to enhance State House security
- Participated in negotiations and ratification of AFSCME and NAGE collective bargaining agreements

### Seasonal Hiring

- Recalled and recruited 1,700 summer seasonals and 200 winter seasonals to provide for clean, safe and accessible recreational experiences in our parks, beaches, swimming pools, playgrounds, rinks, campgrounds and parkways and to protect and manage our natural resources
- Developed an agency seasonal roster to include all 1,700 summer seasonal hires in one format for the purpose of plan development, cost analyst, hiring, and recruitment
- Using Fiscal Year 2004 supplemental funding provided for seasonal hiring, trained 66 park rangers and 53 interpreters
- Posted and recruited for all seasonal skilled positions, including Forests & Parks Supervisors, Park Rangers, Park Interpreters, Recreation Facility Supervisors, Lifeguards, and Forestry Assistants
- Rewrote and distributed the seasonal employee handbook and provided training to seasonal supervisory staff
- Established fall clean-up crews for leaf removal activities at parkways and Urban Parks facilities

### Professional Development and Training of Staff

- Offered training programs for staff to enhance their job performance and expand their skills. The agency offered training in several areas, including, among others: Americans with Disabilities Act Compliance, First Aid and CPR, Small Engine Repair, Pool Operator Certification

### Special Employment and Outreach

- In the next five years, many of the DCR workforce assigned to the field will be eligible for retirement. Many of these long-time employees have a wealth of knowledge about facility operations that will be difficult to replace. For the agency to succeed in the future, it has begun a variety of programs for outreach, hiring, and mentoring of the next generation of field professionals.
- Hired 60 lifeguards in the urban area, through the Diversity Lifeguard Program, and promoted many returning guards and graduates of previous diversity initiatives to seasonal supervisory roles at pools and parks.

- Initiated a pilot Parks Fellows Program in the Division of State Parks, under which college students seeking degrees related to the fields of discipline related to park management were recruited under a cooperative agreement with universities
- Expanded the existing partnership between DCR and the Department of Social Services to seasonally employ 40 youth aged out of foster care
- Recruited 30 youth for participation in the DCR band

## Recreation

### Camping

- Generated over 40,000 camping reservations at DCR's 28 campgrounds and produced over \$4 million in revenue
- Modified the policies of the Host Camper Program, under which campers provide various maintenance and other services in DCR campgrounds in exchange for waived campsite fees. The changes were designed to expand the program to include greater numbers of participants, through increased marketing and restrictions on the length of time any host can stay at a campground. The program was also revised to enhance public safety by instituting a criminal history check on prospective hosts.

### Waterfront Services

- For the first year, coordinated lifeguard planning for the State and Urban parks, resulting in greater consistency in waterfront service scheduling and staff training
- Established a unified water safety committee from personnel drawn from the Division of State Parks and Division of Urban Parks. A key task for this committee will be to develop a integrated Waterfront Program Procedures Manual to guide waterfront managers and staff across the system.

### Water Quality Testing

- Implemented a single swimming water quality testing process and contract to replace four independent processes. The new model requires ongoing cooperation among DCR and the Massachusetts Department of Public Health, the Massachusetts Water Resources Authority (MWRA), and local communities. It provides for the standardization of collection procedures and daily and weekly reporting and public notification, including a standardized water quality "flagging" system to advise swimmers of water quality concerns.
- Working with Save the Harbor/Save the Bay, the MWRA, the Boston Water and Sewer Commission and others, developed rainfall standards, a reporting system, and posting procedures for precautionary closures at Boston Harbor beaches, when warranted by heavy rains

### Universal Access

- DCR's Universal Access Program (UAP) conducted over 120 specialized, accessible recreation programs at DCR facilities, enabling hundreds of individuals with disabilities to experience boating, hiking, swimming, camping, skating, cross-country skiing, snowshoeing, and many other activities. In addition, DCR's UAP staff completed the three-year *State Parks for Everyone* project (accessible recreation opportunities in eastern

Massachusetts) and continued their work on *Project INSPIRE* (training of park staff from other New England states in accessible recreation), both funded by the U. S. Department of Education.

### Motorized Trail Use

- Reviewed, through the efforts of a multi-disciplinary team of DCR staff, the agency's Off-Road Vehicle (ORV) recreation program. For much of the last decade, DCR has offered more than 185 miles of designated ORV trails in eight State Parks across the Commonwealth. Increasing environmental impacts, safety concerns and user conflicts prompted the study and led to an agency decision to close Savoy Mountain State Forest to motorized trail use in the spring of 2005.
- Assembled an ORV working group, composed of environmental scientists and advocates, motorized and non-motorized trail user groups, state and federal land management agencies, law enforcement officials, and DCR staff, which has as its goals:
  - Developing environmental and other criteria for evaluating potential ORV use areas
  - Developing standards for the construction and maintenance of ORV trails
  - Identifying potential funding and management resources for establishing and operating sustainable ORV facilities.

The group is expected to continue working through much of Fiscal Year 2006.

### Special Events

- Produced more than 1,116 special events at agency properties, including concerts, walk-a-thons, and free public movie screenings at parks. The agency partnered with numerous local television and radio stations to present over 30 national-level concerts, to audiences totaling over one million people, at the Hatch Memorial Shell.
- Issued over 900 special use permits for private events on DCR properties, while indemnifying the Commonwealth in each instance. These events included walks and road races, athletic events at rinks and fields, concerts, corporate gatherings, family picnics and weddings, and other recreational events.

### Interpretive Services

- Instituted modular kits related to birding, bear, beavers, forests, bats, discovering the night, and other topics which are used for public programs in the parks
- Established core programs at each park to reflect its resources, and hosted a wide variety of special events statewide, from a "Down on the Farm Day" at Great Brook Farm State Park to the "First Day Hikes" at Blue Hills and Breakheart Reservations
- Instituted dress uniforms for interpretive program staff, to identify them as informational resources for visitors

## Conservation

### Natural Resource Protection

- Undertook seven Resource Management Plan (RMP) projects and established an overall RMP framework, including a \$2.5



million RMP Program Implementation Plan for Baseline RMPs

- Expanded the public information component of the ACEC (Areas for Critical Environmental Concern) program by posting ACEC resource management planning guidelines and all ACEC designation documents on the DCR website and creating an online ACEC viewer mapping system on the MassGIS website
- Carried out planning for five coastal ACECs, using funds provided by the Office of Coastal Zone Management Coastal Stewardship Grants Program
- Advanced the protection of priority greenway and trails corridors, including the Metacomet, Monadnock, and Midstate Trails, and the Westfield, Housatonic and North River Corridors
- Undertook a resource management project in the Parker River/Essex Bay ACEC with funding received from the Executive Office of Environmental Affairs Wetlands, Estuaries, and Beaches Initiative
- In partnership with the Massachusetts Recreational Trails Advisory Board and the Massachusetts Highway Department, awarded \$1,101,775 in federal Recreational Trail funds to support 49 trail development and stewardship projects across the Commonwealth. Each recipient will provide a minimum of 20% in local contributions, for a total program value of over \$1,377,218.
- Formed a DCR Bike/Pedestrian Conditions Group, with the goal of improving conditions for bicycling and walking on agency properties. This group meets on a quarterly basis with metropolitan Boston area planners and advocates.
- Provided training to Boston, Forestry, Fire Control, and Urban Operations staff in use of Global Positioning System (GPS) units to map trails, resulting in the collection of excellent data on the locations of catch basins within DCR parkways system

### **Historic/Cultural Resource Protection**

- Provided project leadership and management for reconstruction of the largest dock on the Charles River Esplanade, the rehabilitation of the Tudor Barn at Middlesex Fells Reservation, and restoration of a rental cabin at Mohawk Trail State Forest that had been constructed by the Civilian Conservation Corps
- Developed a Master Plan for Greylock Glen Outdoor Recreation and Education Center in Adams and oversaw the Request for Development process, under which responses will be evaluated in the fall of 2005
- Published the first in a planned series of technical bulletins on landscape preservation, "An Introduction to Historic Landscape Preservation," in *Terra Firma: Putting Historic Landscape Preservation on Solid Ground*

### **Land Protection/Acquisition**

- Acquired 10 priority parcels totaling approximately 478 acres, using \$2,347,107 in bond funding, which leveraged an additional \$2,158,500 from several sources, including federal grant funds, municipal, and non-profit partner contributions, and

direct sales from landowners who voluntarily sold their land to DCR at less than fair market value. Facilitated receipt of six properties, totaling 416 acres, as gifts to the Department, bringing the total number of acres protected in Fiscal Year 2005 to 894.

- Under a park mitigation program called for in MEPA certificates for the Central Artery/Tunnel Project, 166 acres of new parks and open space, including more than 40 acres of the Charles River Basin in Boston and Cambridge and Spectacle Island, will be turned over to DCR for operational responsibility. As of the close of Fiscal Year 2005, of the twelve sites scheduled for turnover, the City Square Park, Revere Landing Park, and Nashua Street Park had been integrated into the DCR system. The various state agencies responsible for construction, management, and maintenance were outlined in a Memorandum of Agreement executed by EOEA, the Executive Office of Transportation, and MHD in 1993.

### **Forestry and Fire Control**

- Approved 460 stewardship plans for 26,688 acres of forest land in Massachusetts and awarded \$455,332 in grants for forest stewardship
- Approved 593 chapter 61/61A forest management plans for 43,266 acres
- Awarded over \$196,000 in grants to 38 Massachusetts municipalities to improve urban forests through Heritage Tree, Mass ReLeaf, and Urban Forestry Planning and Education grants
- Placed approximately 2,000 acres of land under timber harvest sales contract, with revenues of \$1,080,000
- Administered 637 cutting plans for 60 million boardfeet, 49,000 cords, and 28,600 tons harvested in Massachusetts by public and private landowners
- Under the federal Forest Landowner Enhancement Program, approved \$16,436 in grants to 34 private landowners for forestry improvement projects on 232 acres of land
- Restored approximately 50 acres of rare species habitat and reduced fuel hazards at Manuel F. Corellus State Forest
- Assisted in fire detection and suppression activities related to the 2,100 wildfires on 2,500 acres that burned in the Commonwealth in Fiscal Year 2005, and responded to a number of non-fire emergencies, including windstorm damage, pre-hurricane readiness, accidents, and injuries
- Awarded Volunteer Fire Assistance grants, totaling \$62,225, to 38 towns having a population of less than 10,000 residents
- In response to "Red Flag Conditions" in late spring of 2005, took necessary action to suspend open burning for three days, minimizing fire occurrences during this high-risk fire period

### **Watershed Management**

- In accordance with the annual work plan prepared and submitted by DCR and the MWRA to the Board of Directors of the Water Supply Trust, under the terms of the MOU previously cited in this document:
  - Extensive water quality testing was conducted on tributary streams of the Quabbin-Ware River-Wachusett Reservoir Watershed and the Sudbury Reservoir Watershed, at cross-

sections of the Reservoirs, and at the intakes to monitor changes and direct corrective actions. 2004 Annual Water Quality Reports for both Watersheds were completed and posted on DCR's website.

- Staff conducted silvicultural operations across the Watersheds in accordance with approved Land Management Plans.

- Staff reviewed 170 applications for development in designated areas, conducting site visits, meeting with applicants, and issuing variance decisions

- In conjunction with MWRA, OWM staff conducted spill response training and hosted a federal EPA “mock disaster” event, involving over 100 participants from local, state, and federal government levels.

- Educational and community outreach programs continued across the watersheds. The Quabbin Visitors Center was open 350 days, with over 20,000 visitors.

- In Fiscal Year 2005, the OWM incurred \$11.05 million in operating expenditures, realized \$1.74 million in revenue, and made \$5.08 million in payments-in-lieu-of-taxes to 31 watershed communities, using funds from the MWRA. The Trust also paid the Commonwealth \$5.18 Million for debt service on past watershed projects and land acquisition.

### **Water Resources Protection and Management**

- Under the Lakes and Ponds Program, implemented aquatic invasives species control projects at six DCR facilities and developed Rapid Response Plans with statewide applicability, surveyed 18 water bodies to determine the absence or presence of non-native species, trained over 200 citizens in non-native plant identification through the “Weed Watcher” Program, educated over 1,311 boaters at ten boat ramps, and disseminated a series of lake protection and monitoring publications to the public
- Reviewed multiple projects for jurisdiction under the Ocean Sanctuaries Act and, with the Office of Coastal Zone Management, began digitizing the Ocean Sanctuaries maps of the Commonwealth
- Registered 382 well drillers to protect groundwater resources and consumers
- Reviewed approximately 12,000 well completion reports, and, in response to complaints about well drillers from homeowners and boards of health, held five hearings and levied fines, as appropriate
- Completed the Water Assets Study, producing both individual community reports and a summary report characterizing the water needs and capacities of 131 communities in the Commonwealth's high-growth corridor
- Completed Interbasin Transfer (IBT) Acts review of four projects, and conducted followup on eight projects
- As manager of the \$1.045 million Targeted Watersheds grant from the U.S. EPA for implementing demonstration projects to address low-flow problems in the Ipswich River watershed, DCR initiated six such projects, requiring contracts with seven sub-grantees, including the U. S. Geological Service, municipalities, and private entities.

## **Infrastructure**

### **Bridges**

- Completed major repairs to the Mill Creek Bridge, William Reid Overpass, Highland Avenue Bridge, Craigie Drawbridge, and Cheney Bridge, all “Category F” bridges
- Completed over 150 bridge inspections and the National Bridge Inspection System (NBIS) Annual Review, with zero bridges listed as “out of frequency” for inspection
- Performed Scour Analysis on the Woods Memorial, Wellington, Truman Highway, Mattapan Square, Boylston Street, Bowker Overpass, and Paul's Bridges
- Performed Bridge Load Ratings on the Woods Memorial, Wellington, Cheney, and Paul's Bridges
- Continued moving forward with the design for a major reconstruction of the Neponset River Bridge, which carries Route 3A from Boston to Quincy. The construction cost of this project is estimated at \$20 million. Performed designs for repairs on the General Edwards Drawbridge and the Auburn Street Bridge.
- Completed emergency repairs at the following bridges utilizing DCR's Emergency Bridge Contract: Boston University Bridge, Sweetser Interchange, Wellington Bridge, Squires Bridge, McCarthy Overpass, Highland Avenue Bridge, William J. Casey Overpass, Philip Briggs Bowker Overpass, Winthrop Avenue Bridge, Alewife Brook Parkway Bridge, Mystic Valley Parkway Bridge, General Edwards Bridge, John J. Woods Memorial Bridge, and the Blossom Street Pedestrian Bridge

### **Dam Maintenance and Flood Control Management**

- Recorded 65 dam inspections, performed by DCR staff or contracted engineers or submitted by dam owners
- Conducted 121 site visits
- Expended approximately \$1.15 million to complete rehabilitation of the Whitehall Reservoir dam in Hopkinton and the Buckley Dunton Lake dam in Becket, both state-owned dams, and \$238,000 for routine repair and maintenance of multiple dams within the Division of State Parks
- Granted \$350,000 to the Town of Sandwich for repair of the Shawme Dam
- With the support of the Romney Administration and EOE, developed a five-year, \$10 million capital plan to fund repair of ten additional DCR-owned, high hazard potential dams around the state
- Reached the final phases of preparing revised regulations that will improve the state of dam safety in the Commonwealth, which will become effective November 4, 2005. Under these regulations, dam owners will be required to register and arrange for inspection of their dams, and Massachusetts property deeds will be required to reflect the existence of any dam as documented on registration forms filed with the Registry of Deeds. The new regulations will allow DCR to focus on program oversight and enforcement and result in a higher rate of inspection compliance and resolution of safety-related deficiencies.
- Maintained 25 Small Watershed Flood Control sites

## Waterways

- Administered grants totaling \$8,265,648 for engineering studies, design, and construction for dredging, pier and marine, and seawalls projects. Key projects included the dredging of New Bedford Harbor, Gloucester and Nantucket Harbormaster Plan Studies, rehabilitation of the New Bedford State Pier, and seawall construction in Hull, Scituate, and Marshfield.
- Revised the DCR Rivers and Harbors Financial Assistance Program and assisted in the development of a Seaport Advisory Council grants program, with anticipated start dates of early Fiscal Year 2006
- Provided technical assistance to municipalities, including Truro, Yarmouth, and Quincy, in developing ten-year dredging and harbor development plans for permitting and planning purposes

## Hazardous Materials Remediation

- In partnership with ConocoPhillips Corporation, substantially completed remediation of two of four areas of contaminated soil within Weymouth Neck, allowing the reopening of Webb State Park, which had been closed since January of 2005. Restoration of park wetlands, trails, and facilities were part of this multi-million dollar project, completed at no cost to the

taxpayers of Massachusetts. The remaining phases of the project will be completed by spring 2007.

- Developed an Asbestos Operations & Maintenance Plan for Formerly Utilized Defense Sites (FUDS) on the Boston Harbor Islands, which will be made available as a statewide model. Completed Asbestos Surveys and Partial Abatement on several Boston Harbor Islands and stabilized lead surfaces and removed underground storage tanks on Georges Island. Completed demolition of FUDS Building 80 at Wompatuck State Park in Hingham.

## Flood Hazard Management and Navigation

- Provided technical assistance to local officials of 54 communities on flood plain management issues, checked 25 community by-laws/ordinances for conformance to FEMA and state standards, and provided flood mitigation assistance planning in an effort to anticipate and prevent flooding
- Updated the state's hazard mitigation plan
- Provided flood control services for the Charles River, Mystic River, and Malden River basins by pumping 12 billion gallons of water at the Charles River Dam Pump Station and the Amelia Earhart Dam Pump Station in a total of 329.2 pump hours



Front cover, from left:  
View of Connecticut River  
Valley from Skinner State  
Park; Lifeguards at  
Houghton's Pond  
Recreation Area, Blue Hills  
Reservation; Softball at  
Lederman Field, Boston.  
All photos, except where  
noted, by Kindra Clineff or  
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staff. Report designed  
inhouse by the DCR Graphic  
Design Team.



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